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ABSTRACT

The central topic of this paper is the financing of adult education in Oregon. Participation by adults in postsecondary education has increased in recent years and will continue to increase as the result of demographic trends, labor market requirements, and personal desires for life enrichment. Oregon has made a significant commitment to adult education, but short range fiscal considerations threaten a reduction in adult education offerings in community colleges. Although Oregon has a distinctive postsecondary education record, it lags behind other states in its per-student appropriation of state and local taxes for higher education. Studies indicate that adults desire vocationally related courses, and, although costly, these can be financed if the state encourages community colleges to offer those educational services not available elsewhere. State control of overall FTE (full-time equivalent) funding of community colleges rather than course-by-course reimbursement approval is the best financing system; it allows the community colleges to retain their flexibility, responsiveness to community needs, and innovative ability. Overall funding limits should be set by the state, but individual community colleges should be able to expend funds according to the needs identified in their individual communities. (Author/JDS)

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THE FUTURE OF ADULT EDUCATION IN OREGON COMMUNITY COLLEGES

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Introduction

The central topic of this paper is the financing of adult education in Oregon. It grew out of a concern felt by the Southwestern Oregon Community College faculty and administration that many of the educational services we provide under the heading of Adult Education may not be understood by legislators and taxpayers whose proper concern is less with the substance of courses and programs than their cost.

In order to understand how best to finance educational services, we must first consider the reasons for their being provided or for proposing that they be provided. It is also necessary to take a close look at what we are now doing in adult education. Part I of the paper discusses the growth in demand for adult education. Part II explains the relation of education for adults to the concept of a "learning society." Part III describes the present avenues for adult education in Oregon's system of postsecondary education. Finally, in Part IV, the reader will find a discussion of options for financing adult education.

In summary, the argument of the paper may be stated as follows:

1) Participation by adults in postsecondary education has increased markedly in recent years and will continue to increase between now and the year 2000 as a result of demographic trends, economic requirements for an educated work force, and personal desires for life enrichment and career advancement.

2) The adult education consumer movement marks the attainment of a late stage in the development of a learning society which is characterized by

the belief that citizens of all ages should receive the kind of education that can benefit them and society.

3) Oregon has already made a significant commitment to education for adults and the realization of a learning society, but short-range financial considerations threaten a reduction in adult education offerings in community colleges.

4) Despite its record of postsecondary educational achievement, Oregon still lags behind other states in its per-student appropriation of state and local taxes for higher education. Adult education will cost money, since studies indicate that a majority of adults want vocationally related courses and programs of study, but this is within Oregon's ability to finance provided that it encourages community colleges to offer those educational services which adults cannot get through other programs. It can do this best through control of overall FTE funding of community colleges rather than by means of course-by-course approval or disapproval for reimbursement. This will allow community colleges to retain their flexibility, innovative ability, and responsiveness to community needs in keeping with their legislative mandate.

In its preparation, this paper has benefited from the help and encouragement of faculty and administrative colleagues at Southwestern Oregon Community College. I would like especially to thank Jack Brookins, John Rulifson, Sam Cumpston, Bonnie Koreiva, David Smith, Vernon Sorenson, Phil Ryan, and Arnaldo Rodriguez. I also want to thank Bill Loomis of the Oregon Department of Education and his staff for their criticism of an earlier draft. With the usual disclaimers that my colleagues and critical readers

should not be held responsible for the paper's faults, I offer it to the reader with the hope that it may stimulate further thought and action toward the realization of an enlightened system of adult education in Oregon.

I. The New Consumers of Postsecondary Education

New groups of postsecondary education consumers are rapidly changing traditional patterns of postsecondary education in American society. Adults who have not been graduated from high school or who have been graduated from high school but postponed going on to college are demonstrating their desire to go back to school in ever-increasing numbers. Nowhere is this more evident than on community college campuses across the country. What are the reasons for this adult back-to-school movement? How strong is it? What are its implications for Oregon's system of postsecondary education? What role should the community college play in providing for the education of adults? How should educational programs for adults be financed?

Traditionally, higher education has been directed at the 18-24 year old. The growth in higher education enrollment in the 1960s was due to the increase of this age group as a percentage of the total population as well as to its increased participation in higher education.[1] In the past, most college students have gone directly from high school graduation to college. Higher education has been regarded as a life stage preparatory to embarking upon a career. This picture of higher education is changing significantly as a result of the rise in adult participation in higher education.

Participation by adults in higher education can be measured in several ways. As a basis for measuring the demand for postsecondary education, it makes sense to consider the total picture of collegiate, noncollegiate, and community based educational programs. This amounts to a total enrollment in formal instruction by some 24 million persons, as compared to a total pre-

baccalaureate and postbaccalaureate enrollment in higher education in 1970 of 8,649 million.[2] Some studies indicate that adult enrollment might be increased by as much as 50 percent.[3] The more education a person has, the greater the chances of continued participation in postsecondary education. Furthermore, according to the U. S. Office of Education Adult Education Survey (1972), 45 percent of the participants in adult education in 1972 were 35 years of age or older.[4]

Several years ago, the Oregon Educational Coordinating Council (ECC) conducted its own study of the prospects for future involvement of adults in postsecondary education.[5] The study, based on a survey of Oregon citizens over 16 years of age, used a random sample technique. A total of 1,394 individuals were interviewed, fairly evenly balanced between men and women, and having an average age of 45 years.

Since the study sample included traditional postsecondary students (those in the 18-24 year old age group who go on to college after high school graduation), we must look at the older age groups. The following percentages of the adults surveyed by age groups expected to enroll in further education:[6]

Age Group	26-35	36-45	46-55	56-65	65 +
Expect to enroll	65.3%	55.7%	39.6%	28.4%	8.3%

Thus, an average of 39.5 percent of the adults aged 26 years or older expected to enroll in further education. It should be noted, however, that Robert D. Peck and Michael S. Lincicum, in another ECC study entitled, "Long-Range Enrollment Trends for Post-Secondary Education in Oregon"

(1974), predicted that in the period 1973-1984, "the age distribution of students within the state system will remain stable."[7]

Another source of information on future adult education enrollments is census data on trends in the proportion of different age groups in the total population. Since the end of the nineteenth century, the United States, like all of the western countries, has been experiencing a process of total population aging. This fact is reflected in the increase of the age group 65 years and older and a decrease in the age group 20-44 years as a percentage of the total population aged 20 years and older. The following table based on U. S. Bureau of Census data shows these trends for the United States:[8]

Composition of Population 20 and Over
by Broad Age Groups
United States - 1900-1970

Age Group	1900	1910	1920	1930	1940	1950	1960	1970
20-44	67.6	67.1	64.6	62.4	59.4	56.9	52.4	51.0
45-64	24.5	25.1	27.3	28.5	30.2	30.7	32.7	33.1
65 and over	7.9	7.8	8.1	9.1	10.4	12.4	14.9	15.9

It is impossible to predict what percentage of the population will be 65 and over by the year 2000. However, it is estimated that a population undergoing aging (that is, continuing to increase its proportion of persons 65 years and older) reaches an upper limit if it continues to replace itself. This upper limit is estimated to be between 14 and 16 percent of the total population. In 1970, 9.9 percent of the total U. S. population was 65 years and older.[9] Donald C. Cowgill writes: "Assuming slightly declining mortality rates to the year 2000, no immigration and replacement level fertility--that is, 2.11

births per woman--the population [of the United States] would become stationary in the year 2037, and in that year 16 percent of the population would be 65 and over."[10] There is some evidence that the decline in the American birth rate in the late 1960s and early 1970s may come to an end and an upturn occur.[11] But whatever turn the birth rate takes in the next 25 years, the absolute numbers of those 35 years of age and older will increase greatly, from 86,417,000, or 41.4 percent of the total population, in 1972 to 128,762,000, or between 42.9 and 51.4 percent of the total population, by the year 2000. Similarly, the median age will increase from 28.1 years in 1972 to an estimated 37.2 years by the mid-twenty-first century.[12]

Turning from demographic trends to trends in level of higher education attained by Americans, we find further evidence to explain the growing participation of adults in higher education. Consistent with the finding that adult participation in higher education increases with more education, the increase in demand for adult education correlates with a steady increase in the level of higher education attained by Americans.

In 1952 the median years of schooling for blue collar workers was 9.2 years. As of 1972 the median had risen to 12.0 years. By the year 2000 this median will have increased even more dramatically. It is estimated that by 1990, about 30 percent of the work force will have four-year college degrees or higher, while 20 percent will have one or two years of college. This means that approximately half of the adult work force will have some level of college education.[13]

As early consumers of higher education, these adult workers of the future will rely even more heavily on continued education for advancement in their careers and the satisfaction of nonjob related personal goals. As James O'Toole has observed: "Concomitant with the rise in educational attainment among young people is their increasing desire for even more education and their increasing aspirations for better jobs. It is beyond the current state of the art of the social sciences to identify whether higher levels of education cause higher expectations, or whether higher expectations lead people to pursue higher levels of education and better jobs. What is known is that there is a strong and persistent positive correlation between educational attainment and rising expectations."[14]

A correlation between level of education and desire for further education also showed up in the ECC's study of adult educational expectations.[15] This is shown by the following percentages of Oregon adults who expected to enroll in further education by highest level of education attainment:[16]

	High School or Less	Some Postsecondary (1 - 3 yrs.)	College Graduates (4 + years)
Expect to enroll	30.3%	64.6%	67%

It is possible that the rise in level of higher education might be diminished by negative effects of a projected oversupply of college students over the next decade. The Bureau of Labor Statistics has reported that in the period 1972-1985, approximately 15.3 million new college graduates should enter the labor force. However, only about 14.5 million of these will be

needed to fill new occupational positions and to replace vacancies in old ones. This would amount to a surplus of new college graduates on the order of 800,000.[17]

But this possible future is by no means a certainty. It has been pointed out that there is no fixed requirement of the economy for skills. The economy responds to the skills available to it. Moreover, it is nearly impossible to predict the future needs for particular occupational skills. Growth in the economy as a whole will raise the requirements for college graduates.

Even assuming that the economy's need for college graduates does not change, it is likely that those with some level of higher education will be hired over those without. Underemployment may become an increasing problem, but the college graduate still will be more employable. Higher education will continue to be the ladder of upward mobility for those who seek more challenging positions. In this even more competitive situation, higher education should become more important rather than less. Therefore, it seems unlikely that present predictions of an oversupply of college graduates will substantially reduce the demand by adults for higher education and thereby the level of higher education attained by the future work force.

Growth in the level of educational attainment, then, will lead to an increase in adult participation in higher education in two ways. First, those who enter the work force with college educational experience behind them will be more likely to participate in higher education again at some future date. Second, as competition for the more creative and intellectually challenging jobs intensifies, adults with lower levels of higher education attainment, or none at all, will return to college to improve their competitive

position in the pursuit of advancement. It is significant that the ECC's study of adult educational expectations shows that 58 percent of Oregon adults surveyed indicated that occupational training was their primary reason for wanting further education.[18]

This view of a continuing increase in the level of higher education in the American work force is further supported by the following conclusions of A Report To the Nation On Vocational Education (1975):[19]

> "Our recent emergence as a post-industrial society, characterized by a growing technically-skilled work force, should have a profound effect upon vocational education. A shift in emphasis, away from provision of specific applied skills toward provision of more theoretical ones, may be necessary. And the need to prepare people for changing job requirements will intensify.
>
> "While the education level of American workers continues to rise, there are questions about the amount of education needed for many of the jobs in our economy. . . Still, employment growth is projected to be greatest in occupations requiring the most education and training. And these may be occupations not traditionally encompassed by vocational education."

The historical trends we have been considering show clearly that the educational marketplace is in transition. New groups of higher education consumers are in the process of changing the traditional patterns of educational consumption in American society. The biggest change is in the growth in demand for education for adults, persons 30 years and older. In part, this represents a demand for more of what has been traditionally considered to be adult education. But to a much greater degree it involves the development of a "learning society."

II. Adult Education in A Learning Society

In recent years the growing involvement of Americans in various kinds of formal education, combined with the increased need for well-educated and trained workers in a postindustrial society, has led to the development of the concept of a "learning society."[20] The Carnegie Commission on Higher Education has defined a learning society as one in which opportunities for citizens to learn throughout their lives in a variety of educational settings for reasons of work, leisure, or other objectives are "highly valued" and "widely pursued."[21]

Perhaps the most important aspect of this definition is the emphasis on providing for the educational needs of Americans of all ages. The concept of a learning society rests on the assumption that learning is becoming a continuous process in the lives of most Americans. In a learning society, adult education as we have conceptualized it in the past would cease to exist. It would no longer be considered a luxury, a culturally respectable way for adults to use their leisure time, but not really part of the mainstream of educational programs and funding. Education for adults would be integrated with the programs of postsecondary education for all ages.

The Carnegie Commission's concept of a learning society also recognizes the need to make use of a wide range of educational channels for providing postsecondary education to adult Americans. Not all Americans will find a college or university setting conducive to learning. Many will benefit more from training programs of business and industry, community schools, trade unions, or other noncampus settings. In a learning society, a con-

certed effort will be made to match individuals with the educational setting that is best suited to them as well as to maximize their postsecondary education participation. It will also provide for access by all Americans to such educational settings and experiences.

The critical turning point in the transition from an industrial to a post-industrial system of postsecondary and higher education is a recognition of the new groups of educational consumers or "clienteles" which exist in American society and which will continue to grow in political strength and numbers. This process of recognition or identification must also be accompanied by a reevaluation of the rights of these groups to educational benefits. This process of entitlement will have to confront two major obstacles: first, the tradition of budgeting public funds primarily for the postsecondary education of persons who are 18-30 years old seeking a higher education degree; and, second, the overvaluation of youth as a human resource.

Who are the new educational consumer groups, clienteles, and education-minded political constituencies of the learning society? What are their claims to educational entitlement? The Carnegie Commission has identified the following groups:[22]

---"persons who missed advanced education earlier in life and would like access to it now;

---"women who have raised their children and now want to enter a career;

---"persons who want to change their occupations or to update their skills and knowledge--to avoid becoming obsolete;

---"persons who want to understand their personal situations better. . .;

---"persons who are ill or handicapped or isolated and want to add education to the interests of their lives;

---"all those who want to 'stop-in' into advanced education."

These groups include Americans with a broad range of genuine needs for education. They range from those whom education has led to an understanding of the value of lifelong learning for a productive and fulfilling life to those who have newly discovered the value of postsecondary education because of some sudden crisis or break in the pattern of their lives--persons who have become unemployed, women whose children have left the home and who need to redirect their lives, people for whom retirement is imminent or for whom it has already occurred. Let's consider the problems and claims to educational entitlement of each group in turn:

1) "Persons who missed advanced education earlier in life and would like access to it now . . ." --

A learning society is responsive to those who see the value of postsecondary education for their lives, whatever their personal reasons for wanting it. Those generations which grew up before the boom in higher education of the 1960s, with the ensuing increased opportunities for access to publicly financed postsecondary education, have missed out on a channel of opportunity which would have benefited them and society. Many people in these earlier generations, having watched their children benefit from their educational experience, now want to become educational participants.

2) "Women who have raised their children and now want to enter a career. . ." --

Women of all ages are entering postsecondary education as never before. The female labor force has doubled in size during the period 1947-1971, increasing from 16.7 million to 32 million.[23] It is estimated that the number of women in the labor force will equal the number of men by about the turn of the twenty-first century. This means that the demands for education and training, or retraining, of women will continue to grow between now and then.

Although more women than ever before are entering the labor force before having children, or are working while their children are of preschool or school age, there is still a special need for programs that help in the transition from work in the home to work in business, industry, and the professions.

A survey conducted by the American Association of Women in Community and Junior Colleges in the fall of 1974 reported that just over half (293) of the community colleges surveyed offered special programs for women.[24] Interestingly, the largest number of course offerings were noncredit. They fit into five major categories: (1) personal awareness and/or search for identity; (2) problem solving; (3) consciousness raising experiences; (4) special seminars and conferences; and (5) women in the labor force. These categories reflect the need of women making the transition from work in the home to work outside the home for educational experiences which will help them to make necessary psychological and social adjustments. These kinds of educational experiences must precede or occur concurrently with more skill-oriented education in order for the person to make a successful transition.

3) "Persons who want to change their occupations or to update their skills and knowledge--to avoid becoming obsolete . . ." --

The need for retraining due to the replacement of a human being by a machine, the upgrading of a job position, or a change in the technical knowledge required for a job will continue to increase. This need for retraining applies to everyone from factory workers to such professionals as lawyers and engineers.[25]

The magnitude of shifts in the occupational structure which makes so much retraining necessary is shown by the following statistics:[26]

SERVICE AND GOODS-PRODUCING INDUSTRIES
1960, 1972, AND 1985

Number Employed (in Millions)

	1960	1972	Projected in 1985	% Increase 1960-1972	Projected % Increase 1972-1985
SERVICE SECTOR:					
1. Trade	11.4	15.7	19.8	38%	26%
2. Government	8.4	13.3	18.8	60%	42%
3. Transportation, Pub. Utilities	4.0	4.5	5.2	10%	15%
4. Finance, Ins., Real Estate	2.7	3.9	5.6	47%	42%
5. Misc. Services incl. Health	7.4	12.3	18.5	66%	50%
GOODS-PRODUCING SECTOR:					
1. Agriculture	5.5	3.5	1.9	-37%	-45%
2. Mining	0.7	0.6	0.6	-15%	0%
3. Contract Construction	2.9	3.5	4.3	20%	20%
4. Manufacturing	16.	18.9	23.2	13%	23%

This table shows clearly the magnitude of changes in employment opportunities within service and goods-producing sectors during the period 1960-1972. In this 12-year period, the number of persons employed in agriculture and mining fell off, while employment in other industries increased. Although one might have predicted the major trends, the magnitudes were not predictable. Moreover, it can be seen from the projected increases or decreases for the period 1972-1985 that the magnitude of these increases or decreases will vary significantly from the previous 12-year period. Needless to say, fluctuations within particular occupations within these broad groupings are even more difficult to anticipate. The only way society can cope with the readjustments in individual jobs necessitated by these structural changes in the work force is by providing a readily accessible opportunity for retraining.

4) "Persons who want to understand their personal situations better . . ." --

Any adult returning to school after being out of school for a few, or many, years will experience entry into postsecondary education as a rediscovery of self. Many, if not most, will become involved in charting new directions for their lives of a personal as well as a vocational nature.[27]

Persons who want to improve their understanding of themselves and others should not be considered apart from other categories, not even the category of adults seeking vocational skills. For many, as we have already discussed in relation to adult women moving from work in the home to work outside the home, this may be the first and crucial step to education for work. To the extent that Americans can deal with problems which in the

broadest sense are problems of mental health, they will be that much more capable of contributing to society in a productive way as workers, citizens, and family members.

5) "Persons who are ill or handicapped or isolated and want to add education to the interests of their lives . . ." --

Although adults of all ages may fit into this category, a large proportion of these Americans whom the learning society must serve are senior citizens, the elderly, the aged. In providing education to those who are nearing retirement or who are already retired, the learning society can help to prevent this group of Americans from becoming cut off from new developments in society. In many instances, postsecondary education for senior citizens can provide the knowledge and encouragement they need to assume active roles as volunteers for a whole range of community activities.[28] What American society does to provide for the well-being of those who have contributed so many years of work and service on its behalf is a test of the value and dignity which it attaches to each individual.

As our earlier discussion of demographic trends indicates, older adults will become an increasingly larger proportion of the total population by the end of this century. In the first three quarters of the twentieth century when the United States was still a young country demographically, it could afford to ignore the contributions of persons 40 years and older to the productive activity of society. Education for older adults and senior citizens could be treated as a low priority because it was viewed as essentially a leisure time activity. By the year 2000, it will be necessary for society to

husband the productive activity of its older adults and senior citizens.

In the past we have thought that persons underwent a significant decline in intellectual ability in later age (60s and 70s). Recent research indicates that earlier differences in intelligence test scores by young and old were due to generational rather than chronological age differences. Paul B. Baltes and K. Warner Schaie report: "There is no strong age-related change in cognitive flexibility. For the most important dimension, crystallized intelligence, and for visualization as well, we see a systematic increase in scores for the various age groups, right into old age. Even people over 70 improved from the first testing [in 1956] to the second [in 1963]."[29] These findings led the American Psychological Association task force on aging in 1971 to recommend increased support for educational programs which will help older adults to maintain or further develop their intellectual capacity and productive contributions to society.[30]

In addition, a significantly larger percentage of older Americans than young adults have less than a high school education. Many of these could benefit from basic education programs in reading and writing which will enable them to take advantage of other adult education programs as well as to cope with the changing environment around them. Transfer payments to the educational sector should in most cases result in benefits which will diminish the transfer payment costs for medical care and a variety of social services. The more intellectually alert and self-confident an older person is, the better that person will be able to resist the physical disabilities of the aging process, and the less they will have to rely upon costly professional care in their senior years of life.

6) "All those who want to 'stop-in' into advanced education. . ." --

Many adults who participate in postsecondary education take only a few courses even though, surprisingly, nearly 60 percent of those surveyed by the National Opinion Research Center indicated that their participation was more systematic and continuous.[31] Legislative guidelines favor students enrolled in programs which have as their objective a credential or degree.

Unfortunately, the benefits which society derives from education are difficult to measure. It is easier to count the number of students who have been graduated from particular programs and who will join the labor force than it is to account for the benefits of a single course to an individual's life. Yet that single course may make a person a better worker on the job, a more understanding mother or father, or simply a person who now has a better idea of how his tax payment to the local community college is spent.

To what degree do Oregon adults seeking further education belong to one or another of these groups? The Oregon Educational Coordinating Council's study of adult educational expectations provides us with some answers to this question. It provides information concerning the expectations for further education by sex, occupational groups, age groups, educational program, and reason for desiring future education. These findings may be summarized as follows:

1) Of those adults expecting to enroll at some time in the future, 46.8 percent were male and 48.5 percent female.[32]

2) The average of those expecting to enroll for all occupational groups was 45.3 percent. Of those who were unemployed, 81

percent and 45.8 percent of the housewives expected to enroll. Plans for enrollment of blue collar, white collar, and professional-technical-managerial ranged from 44.2 percent to 71.7 percent.[33]

3) By age group, the highest percentages expecting to enroll were for age groups 26-35 and 36-45 (65.3 percent and 55.7 percent). But nearly 40 percent of age group 46-55 and nearly 37 percent of age group 56 and older also expected to enroll.[34]

4) On the average, 73.6 percent of those surveyed in different age groups indicated that they expected to enroll in academic and general, or vocational-occupational, programs. An average of 16.9 percent in different age groups expected to enroll in hobby and recreation programs, while 9.5 percent were undecided.[35]

5) Overall, 57.9 percent in all age groups expected to enroll for occupational reasons. Another 35.6 percent expected to enroll for citizenship, personal/cultural, and hobby/recreation reasons.[36]

The concept of the learning society and its correlative, lifelong learning, is still at a preliminary planning stage in the United States.

The future of the learning society in the United States depends upon public financial support. Discussion of public financing of a learning society needs to address three problems:

1) How to encourage existing educational institutions and organizations to expand opportunities for adult education;

2) How to assist adults in meeting the individual costs of going back to school; and

3) How to allocate financial resources to education institutions, organizations, and students in a way that recognizes differences in the availability of education resources in different regions of the state and in the nation as a whole.

The Carnegie Commission has pointed out that the education of adults in a learning society may be accomplished through many different channels. Some of these may even be "free," or nearly free, of additional financial cost. The Free Universities of the 1960s in the United States, the community schools movement, and employer financed training programs all represent channels of adult education which require either minimal public funds or none at all. However, the strong interest shown by adults in vocational studies combined with the desire for academic credit and accessible facilities indicates an increasing role in adult education for publicly financed educational institutions.

III. Adult Education in Oregon Community Colleges

We have looked at some of the reasons for expecting that adults, or nontraditional students, will become an increasingly large proportion of the enrollment in postsecondary education. We have also noted how this growing interest in education for adults marks the emergence of a learning society. Now we need to consider the place of adult education in Oregon's community colleges and assess how much progress has been made toward adoption of the basic goals and objectives of a learning society in Oregon.

The role of Oregon community colleges in adult education at both state and local levels needs to be clarified in light of the following facts:

1) The manifest concern of the state legislature and citizens with the increasing costs of postsecondary education;
2) The creation of the Educational Coordinating Commission and its requirements for information to guide it in its coordinating functions, especially in its short-range goal of examining Oregon educational finances;
3) The proliferation of educational programs aimed at various adult population groups.

The Subcommittee of the Joint Ways and Means Committee has assigned the Educational Coordinating Commission the task of finding ways to reduce costs and to more effectively use existing educational resources in the state. This could affect the scope of adult education in community colleges through tighter restrictions on the kinds of adult education courses which the state defines as reimbursable.

Before we can discuss the role of adult education in the community college, we need to be clear about the meaning of such terms as "adult education," "continuing education," and "community services."

1) Adult Education: Education intended primarily for adults is identified as "Other Education" in the Procedures for Implementation of 1974 Revised Administrative Rules for Oregon Education.

Other Education programs are defined as "general self-improvement courses . . . intended primarily for adults" and independent of vocational or lower-division college programs. Other Education areas of instruction include the following: (1) adult basic education, (2) general education development, (3) adult high school completion, (4) English as a second language, and (5) other self-improvement, including courses for high school students and adult self-improvement courses.

Other Education courses are further distinguished for purposes of determining reimbursement into "self-improvement" and "hobby and recreation" courses. The definitions of these terms are provided in the following excerpts from the Procedures:

(1) State financial aid is limited to other education courses that are of a self-improvement nature and not hobby and recreation courses (ORS 341.625).

a) Although state financial aid shall not be used to provide hobby or recreation courses, such courses may be provided on a self-sustaining basis . . .

b) A nonreimbursable hobby course is defined as any directed activity engaged in by individuals avocationally, resulting in a collection of objects or in the production of works. Nonreimbursable hobby courses are classified into three categories: collecting hobbies, craft hobbies, and proficiency hobbies.

c) A nonreimbursable collecting hobby course has as its primary aim teaching the techniques of acquiring objects of a like nature with the purpose of completing a set, period, or other similar classification.

d) A nonreimbursable craft hobby course has as its primary aim teaching the techniques of producing finished products, the eventual use of which may be either utilitarian or decorative, but which are not products requiring the manipulative skill and aesthetic sensitivity normally required in those fields considered to be fine arts; e. g., music, painting, sculpting, etc.

e) A nonreimbursable proficiency hobby course has as its primary aim teaching the techniques of developing individual proficiency and accumulating knowledge in avocational interests.

f) A nonreimbursable recreation course is defined as any directed activity in which individuals participate with the purpose of engaging in outdoor or indoor physical activity, except those activities which: (1) contribute substantially to the physical fitness of a mature individual, or (2) directly relate to the educational aspects; i. e., theory, history, and initial skill development of adult lifetime activities; i. e., those physical activities in which mature individuals could reasonably be expected to participate during most of their adult lives.

(2) Standards for general self-improvement courses:

a) Are intended primarily for adults.

b) Are normally more advanced than those common at the high school level and are not more advanced than those commonly offered in the first two years of college instruction.

c) Normally carry institutional credit which may be applicable in meeting requirements for an associate degree, diploma, or certificate.

d) May be combined into sequences to provide an area of major concentration leading to an associate degree, a diploma, or certificate.

e) May be developmental in nature and offered for (1) those adults with less than an eighth grade education through adult basic education classes; or (2) those adults with less than a high school diploma through adult high school completion programs; or (3) those persons who lack sufficient background in subject matter areas to make satisfactory progress in the regular courses of the institution.

Other Education is a separate category from Lower-Division Collegiate (LDC) and Vocational-Technical (Voc-Tech). It comes close to being a special category of programs in adult education. However, since adults participate in LDC and Voc-Tech programs, these two categories are also major avenues of adult education.

2) Continuing Education: Continuing Education was defined by the Committee on Continuing Education and Community Services of the Educational Coordinating Council in its 1968 report as follows:

> Continuing Education is an integral part of the mission of the state's education institutions and agencies, public and independent. Continuing Education programs may be offered any time of the day or night, in any location, given for credit or noncredit, and could be administered in a variety of ways. It is designed for the nonmatriculated student and is not generally considered to be a part of the regular curricular offering of the institution but is a service extended by the institution to meet the specific needs of individuals in the community.

Among the types of people served by Continuing Education programs are:

--- the unskilled seeking job training
--- the skilled and semi-skilled seeking retraining and/or upgrading of present skills
--- the professional seeking new ideas and/or training in the latest techniques in his field
--- the high school or college dropout
--- the disadvantaged
--- the part-time degree bound student
--- a variety of persons seeking special interest or avocational courses

3) Community Services: Community Services was defined by the Committee on Continuing Education and Community Services of the Educational Coordinating Council in its 1968 report as follows:

Community Services should also be considered an integral part of the mission of the state's educational institutions and agencies, public and private. Community service embraces those activities and programs which directly contribute to the cultural growth of the community; which meet specific individual and community interests and needs; and which assist in the solution of community problems.

Among the types of people served by community service programs are:

--- citizens active in state and local community services
--- state and local government officials
--- leaders and officials in agencies dedicated to the improvement of community affairs
--- engineers and planners seeking solutions to the environmental problems of the community
--- the general public seeking cultural, community, and/or individual interest programs and events.

Adult education offered through the Continuing Education and Community Services programs is self-supporting. It shares this financing characteristic with the nonreimbursable hobby and recreation courses in the State Department of Education's "Other Education" category.

The role of the community colleges has been defined by the state legislature so as to embrace continuing education and community service functions as well as the functions of lower-division collegiate and technical-vocational instruction. ORS 341.009 defines the community college as "an educational institution which is intended to fill the institutional gap in education by offering broad, comprehensive programs in academic as well as vocational-technical subjects . . . For adults it can provide means for continuation of their academic education, vocational training or the attainment of entirely new skills . . ." It is recognized that the community colleges should be flexible and able to change to meet new needs. Furthermore, their overall programs

should be as comprehensive as the needs of the local area dictate.

Funding for adult education in the community colleges comes through enrollment in LDC, Voc-Tech, and Other Education reimbursable programs. These three categories of programs provide a broad range of opportunities for education needed in a learning society. The only kinds of educational activities specifically excluded from reimbursement are hobby and recreational in nature.

In view of the present concern with future funding of postsecondary education in Oregon, it seems by no means certain that the current level of commitment to education for adults in a learning society will continue. The Educational Coordinating Commission in its report on long-range enrollment trends has brought attention to the financial problem that will confront Oregon's system of postsecondary education when an enrollment "bulge" occurs in the period 1977-1980, preliminary to enrollment decline in the 1980s. It predicts that maintenance of the present level of commitment of General Fund expenditures for higher education will be impossible without reducing other state services or initiating unacceptable increases in student tuitions.[37]

One solution to this anticipated financial dilemma which has been discussed is to cut state FTE reimbursement for certain kinds of courses which fall into the Other Education category. In considering such action, we need to ask the following questions: How would such economic measures affect the financial condition of the community colleges? What is the relationship of Other Education courses for adults to the educational programs of a community college?

At Southwestern Oregon Community College (SWOCC), the following Other Education reimbursable courses were offered fall term, 1974:

Home Decorating I	Today's Parents
Clothing Construction	Special Fabrics Workshop
Sewing with Knits	Dressmaking
Cookery	Basic College Writing
Math Lab	Developmental Reading
Adult Basic Education	Introduction to Theatre
Intro. to Office Machines	Writing for Publication
Mushroom Identification	Physical Conditioning
Auto Maintenance	Driving Instruction
Career Planning	College Basic Listening
Sign Language II	Lipreading I
Drawing	Painting
Ceramics	Calligraphy
Conversational Spanish	Conversational Japanese
Conversational German	Conversational Norwegian
Introduction to Guitar	Intermediate Guitar
Basic Photography	Public Speaking

These are only a few of the many courses which appear in the State Department of Education's Catalog of Reimbursable Other Education Courses (1973), and subsequent addenda. The catalog includes courses covering a wide range of subjects and nearly every academic field.

How important are Other Education courses relative to the total education enrollment of a community college? The following table shows the relative strength of FTE enrollment in the major instructional program categories for SWOCC:

Year	Lower Division	Vocational Education	General Adult Education	Total FTE
1970-71	630	449	120	1199
1971-72	608	525	84	1217
1972-73	529	509	123	1161
1973-74	504	531	145	1180
1974-75	530	650	261	1441

The share of Adult Education FTE as a percent of total FTE for these years was as follows:

1970-71	10.0%
1971-72	6.9%
1972-73	10.6%
1973-74	12.3%
1974-75	18.1%

In 1974-75 the total of Other Reimbursable and Nonreimbursable FTE was 18.7 percent of the total FTE for all classes. This amounted to an operating expenditure of $280,658, or 13.7 percent of the total operating expenditures for 1974-75. Clearly, the community colleges have a major financial stake in the question of whether Other Education courses continue to be accepted for state reimbursement.

A reduction in the number of the Other Education courses eligible for state reimbursement would also affect adversely the education programs of community colleges. The Other Education (Reimbursable) courses offered by SWOCC in the fall of 1974 can be grouped as follows: (1) fine arts courses (painting, ceramics, drawing); (2) foreign language courses; (3) performing arts courses (theatre); (4) basic education courses (reading, writing, mathematics); (5) home economics courses; (6) physical education courses; and (7) special interest courses (mushroom identification, auto maintenance, etc.). Although Other Education courses are defined as self-improvement in nature, as distinguished from the career oriented LDC and Voc-Tech courses, students in LDC and Tech-Voc programs may want to take, or may even be required to take, Other Education courses as a part of their program. All of the voc-tech programs at SWOCC require students to take a certain number

of general education courses. In addition, Other Education courses often serve as an important first step toward involvement in postsecondary education by adults. Denial of state reimbursement for particular Other Education courses would narrow arbitrarily the scope of general education.

State reimbursement for Other Education courses is important to the financial support of community colleges and to the continuance of broadly based career education programs. Adults may enroll in these courses as a point of entry to postsecondary education, or as a part of their LDC or Voc-Tech programs. Although Other Education was originally conceived as distinct from the educational options available to the traditional student (a post-high school graduate), the increased involvement of adults in postsecondary education and liberalization of general education requirements for LDC and Voc-Tech programs has made Other Education courses an integral part of community college curriculums.

IV. Conclusions and Recommendations

Oregon has acquired a national reputation for its system of public post-secondary education. A recent report of the Carnegie Foundation for the Advancement of Teaching shows that Oregon ranks fourth out of the 50 states in the proportion of its college-age population enrolled in higher education. Oregon ranks third in the proportion of its general state revenues allocated to higher education. It is also praised for the state of development of its community college system.[38]

This record may affect us in one of two ways. It may encourage us to try to do better, or at least to maintain our present position as a state leader in higher education. On the other hand, it may tempt us to relax our commitment to higher education in the face of financial pressures. Before we do the latter, we should keep in mind two less favorable aspects of Oregon's support of higher education. In another study just completed, Oregon ranked thirteenth in the amount of "state and local tax revenue appropriated or levied for operating expenses of higher education as a percentage of state and local tax revenue collected." It ranked thirty-third in the amount of "state and local tax revenue appropriated for operating expenses of higher education per full-time equivalent student in public institutions."[39] Although these ratings may be given various interpretations, they do show a modest to below-average level of higher education support.

Continued growth in adult education in Oregon and realization of the goals of a learning society will cost money. In the short run, adults will be competing for scarce financial resources with other postsecondary education

students and other public services. In the long run, adults will fill many of the places left vacant in postsecondary schools as a result of declining enrollments of traditional students.

But there is no way that adults can be excluded from postsecondary education. This would clearly violate federal laws against discrimination on the basis of age as well as contradict the first steps toward a learning society which Oregon has already taken.

This leaves only three major ways in which the state can control the financing of adult education: (1) It can control reimbursement for particular course offerings as it now does Other Education reimbursable and nonreimbursable courses; (2) It can control the level of funding per FTE; and (3) It can control the total FTE for which a particular institution will be reimbursed. All of these options are now being exercised. The question that must be answered is what combination will best serve the interests of postsecondary education.

Option (1) is clearly the least satisfactory and the least effective. It is unsatisfactory because it represents the imposition of arbitrary decisions by a state agency [regarding the kinds of general education courses educational institutions can offer]. It is ineffective because the major strength of adult enrollment is in the lower-division collegiate and vocational-technical programs.

But should adult education in a learning society cost as much as traditional postsecondary education? By now the reader must be wondering whether community schools, or some other program of minimally financed public

or private education, cannot meet our adult educational needs.

Since 1970, the number of community schools in Oregon grew from 2 to 80. The purpose of the community schools is to utilize existing school facilities primarily used for K-12 school children to serve the needs of the community as a whole. A community school can serve a broad spectrum of needs including: "adult education and retraining; after-hours educational, recreational, and social enrichment activities for the young; health clinics and forums; teen counseling, YMCA, YWCA, Boy Scout, Girl Scout, Big Brother and Sister Activities; job counseling and placement; senior citizen activities; tutorial programs; and a multitude of other community activities and programs."[40]

Encouragement of lifelong learning is an important objective of the community school concept, but it includes many others. The activities of a community school, whether educational or social in nature, depend for the most part upon volunteer involvement. However valuable the services of volunteer teachers may be, whether teaching natural foods cookery or the poetry of Ezra Pound, they usually cannot provide the following needs: (1) educational experiences for which college degree credit (AA, AS, BA, BS, etc.) is granted; (2) professionally educated or trained instructors; (3) assurance of a regular program of courses or programs; (4) readily available supportive help for students (counseling, remedial instruction, tutorial help, audiovisual materials and equipment, etc.). Some or all or none of these needs may be met in individual community schools. However, for the most part these needs will continue to be met only through existing institutions of postsecondary education.

The biggest demand by adults for further education is in the area of occupational education. Community schools will have difficulty meeting needs in this area. To the extent that occupational education involves acquiring more than just a technical skill, adults will need to satisfy general education requirements along with the acquisition of occupational skills. Technical-vocational programs in community colleges require students to take general education courses in recognition of the fact that an individual's success on the job depends on an ability to relate to people, to understand the world in which the individual lives, and to adapt to a changing future.

The community schools movement represents only one of many low cost programs of adult education. One could also mention university extension, city recreation, YMCA, and other programs. All of these fill a definite need for education and other experiences. In providing an opportunity for volunteer service, they also provide incalculable benefit to countless Americans as an avocation. Their growth, with the help of federal, state, and local "seed" money, should be limited only by the minimal cost of coordination and local interest.

Educational services which are now being provided by community colleges but which could be handled less expensively by one or another of these adult education programs should be transferred to them. Community colleges will make this transfer when they feel it is justified in response to changes in overall FTE funding levels. Although this may seem to be a less direct method of controlling the funding of adult education, it has the distinct advantage of avoiding mistakes resulting from inadequate knowledge of local

conditions. Each community college should be presumed to be the best judge of the educational needs of its own community.

Within the financial limits set by a combination of local, state, and federal funding, Oregon's community colleges need to be left free to develop the mix of educational services for various age, occupational, and other interest groups appropriate to their communities. Overall limits to funding should be set by the state, but individual community colleges should be able to apply this funding to those educational courses and services for which there is a community need.

This paper has been concerned with the future of adult education in Oregon community colleges. But as we have discussed earlier, the learning society will become a reality only through the mobilization of the whole range of educational resources available to the state of Oregon and the nation. However, community colleges can play an important role in the coordination of these resources. Their increasing role in the community schools movement at the national and state level is evidence of this. The creative potential for the community colleges to act as a catalyst in the development of a learning society is great. But they must have legislative support. They must continue to have the support of the legislature in pursuing their legal mandate in a flexible and innovative manner. Then, working together with other educational institutions and programs of adult education, they will be in a position to further realize the commitment that Oregon has made already to the development of a learning society.

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